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ABSTRACT

Designed as a forum for the exchange and dissemination of ideas and viewpoints of California community college faculty, this journal offers six brief articles on various aspects of 2-year college education. In "Academic Standards and the Open Door," Leon Baradat asserts that community colleges must reverse the trend toward decreased academic standards, while maintaining open access to community college education. Next, Barbara Hinkley, in "Transfer Education: A Quality and Quantity Issue," looks at the declining number of community college transfers and considers the issues of the quality of transfer programs and the success of their students. Bob Flanagan, in "Nothing Less Than the Best," argues against establishing separate associate degrees for transfer and non-transfer programs. "The Role of Tutoring in the Community Colleges," by Susan Spence Liberty, presents a rationale for tutorial services based on effects on student persistence and performance and discusses methods for achieving program growth and cost effectiveness. In "A Community College Study Skills Program: Rationale and Structure," Doug Sabiston considers diagnostic testing and faculty-administrator cooperation as essential elements in remedial education delivery. Finally, Gerald DeBane Piche provides an abstract of a study of the fiscal ability of California community colleges to comply with the Fifty Percent Law, which requires the expenditure of at least 50% of a college's current expense of education for teachers' salaries. (HB)

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Issues in California Community Colleges

FORUM

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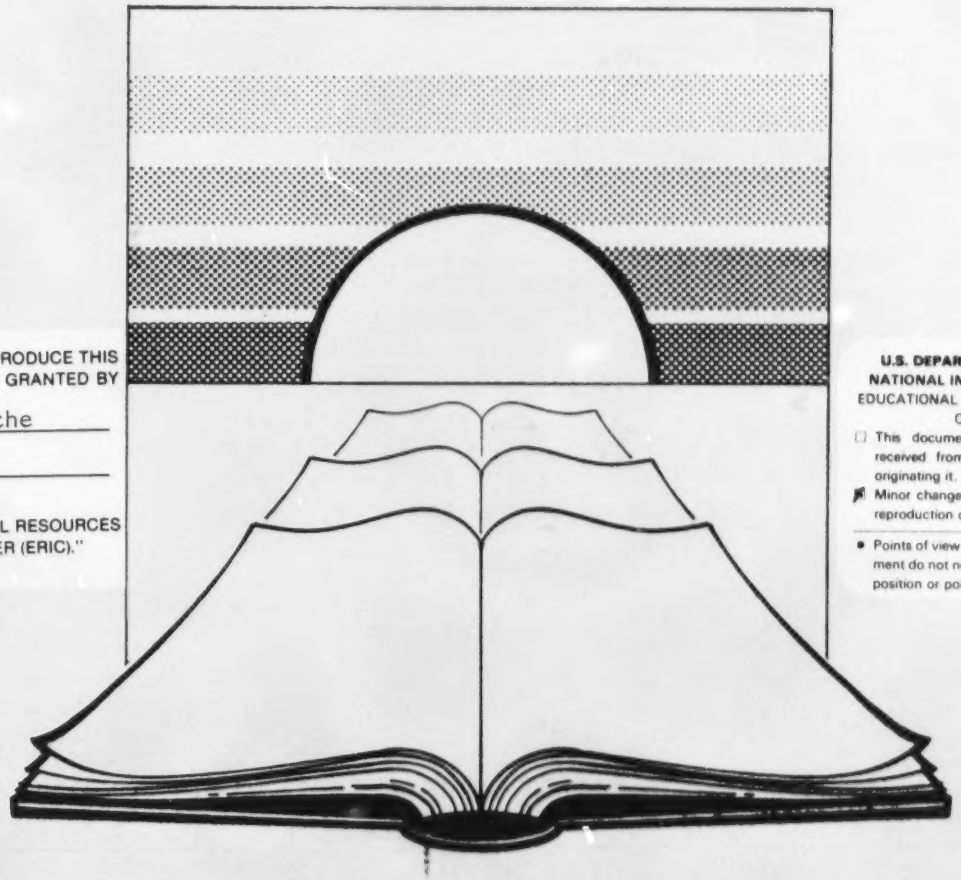

The Academic Senate for California Community Colleges

SPRING 1981

FORUM

Editor
Jonnah J. Laroche

A Publication
of the Academic Senate
for
California Community Colleges

This first edition of **FORUM** modestly aspires to be the first of many issues which provide a forum for the exchange and dissemination of the ideas and viewpoints of California community college faculty. That community college instructors have relevant, thoughtful, stimulating, and even controversial ideas, is evident in the discussions and conferences, at staff development gatherings, and in informal faculty discussions. Many of these ideas merit circulation to a wider audience; thus, **FORUM** was created, and will reach every California community college senate, each college president, the chancellor, members of the Board of Governors, and key legislators. Hopefully, their reading of this journal will stimulate thinking and response to the ideas presented.

Present plans call for **FORUM** to be published each spring. Faculty members are urged to submit articles to the editor for consideration. Articles for the spring issue should reach the editor at Allan Hancock College not later than December 1, 1981.

Articles in this edition were selected by the editor. The ideas and opinions expressed are those of the authors and are not necessarily official positions of the Academic Senate for California Community Colleges.

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FORUM

Volume I **Spring 1981**

Jonnah J. Laroche, Editor

The creation of a journal, even one as unpretentious as this one, necessitates the support, cooperation, and energy of a number of people. First, the editor acknowledges the support of the officers and members of the executive committee of the Academic Senate for California Community Colleges. Their encouragement and suggestions are highly valued. Similarly, the authors must be recognized for their efforts and their willingness to share ideas. Each is a busy person with numerous professional responsibilities, yet each was willing to spend the time needed to write an article. Also, those involved in the production of **FORUM** should be noted. Roger Kutz, of the Allan Hancock College Graphics Department, provided considerable advice in terms of graphics, layout, and production. Special acknowledgement is due to Marilyn Williams, also of the Allan Hancock staff, who not only caught misspellings and missing words, typed and proofread, but as always gave support and friendship. Finally, the editor thanks Dr. Gary Edelbrock, President/Superintendent of Allan Hancock Community College District, for his support of this and other state Senate endeavors.

Production Assistant
Marilyn Williams

Graphic Design
Roger Kutz

Technical Staff
Judy Zimmerman
May Glover

A production of the Allan Hancock College Graphics Department for the Academic Senate of California Community Colleges.

Academic Standards and the Open Door

by Leon Baradat

Leon Baradat, professor of Political Science at Mira Costa College, has written several position papers for the Academic Senate for California Community Colleges including the widely read paper"Collegiality and the Academic Senates." In addition, he is the author of a best selling college political science textbook, *Political Ideologies: Their Origins and Impact*. Baradat has long been active in local and State Senate activities and in 1978-79 served as president of the statewide Academic Senate.

Some time ago an issue was raised in a discussion with a colleague questioning whether we can have open access and academic standards, and I must admit that at the time I was mystified. "Could such a question be seriously posed", I asked myself. "Could anyone in the community college system really have substantial doubt about the answer?" Since then, however, after discussing the matter with community college administration and faculty across the state, I am struck by the chilling thought that some people in our profession do indeed conclude that academic standards cannot be maintained if open access is practiced. Even more disheartening, I find that many of our colleagues feel it is their duty to reduce the scholastic quality of their courses in the name of the open door. Awakened to these erroneous notions among some of our breathren, I am moved to submit this paper.

At the outset, I wish to state that I am deeply committed to the open door, and at the same time, I am dedicated to the task of fostering and maintaining academic quality among the California community colleges. I recognize, however, that a conflict can exist between the two objectives if one is willing to allow it to occur. What I am unwilling to accept is that there is any legitimate reason for allowing the pursuit of one goal to threaten the existence of the other.

Open access means that all students are allowed to take any course of study they wish, provided they can profit from the experience. So states Title V, and I completely support the concept.

I do not believe that students should be denied the opportunity of a community college education because of any academic, economic, political, or social obstruction which exceeds the intent of present Title V language. I do, however, completely support diagnostic testing, transcript evaluation and directive counseling as tools by which students can be made aware of academic strengths and weaknesses and be advised as to the steps they may take to successfully reach their educational goals. Students should not be denied entrance to transfer courses, for example, because their reading ability is low. But they have the right to know that their chance for success in these courses is reduced because of a deficiency in a particular basic skill and that the deficiency can be remediated if they wish to do so.

This argument, of course, supports the open door. But the open door is not the only obligation we owe the student. Indeed, it is only the first obligation. Our second responsibility is at least as important as the first. We are obliged to make a college education available to our students. Put differently, the open door is of scant value to our clientele if they find little of educational value in the institution to which that portal leads.

This brings us to the topic of academic standards. I must admit I have little or no patience with those who argue that we must lower our standards to accommodate the students who enter the open door. This attitude, in my view, is misguided at best, and at worst, it constitutes educational fraud. The problem is compounded when it is justified by protestations of compassion. Neither the student nor the society is served by a teacher, a department, a college or a system of higher education which awards transfer credit for substandard offerings. Indeed, in the long

run, though there may be psychological rewards for fraternal kindness and though ADA may be sustained, eventually the teacher and the college itself must pay the piper for sloth, even though it may have been practiced in the name of compassion. It is not compassionate to lie when the falsehood cheats students and the society of a quality education. Yet, that is exactly what we do when we reduce collegiate standards to meet students' abilities rather than elevating students' abilities to the collegiate level. It is quite appropriate to set a remedial or developmental course at the level of the students in the class, but even then the point is to help students develop their proficiency in the basic skills thus elevating their academic prowess. By contrast, however, transfer courses must be set and maintained at the Freshman/Sophomore level, and students must be expected to perform accordingly. Anything less works a terrible hardship on the students in that they are led to believe that their grade represents a true measure of college level accomplishment only to discover later at the university that their preparation is substandard. In transfer courses, that is those courses which we certify as appropriate for applicability to the university's Baccalaureate degree, the community college clearly must follow the university in establishing the norms.

There is no question that we have witnessed a temendous downward pressure on academic standards during the past decade and a half. Recent polls of faculty register overwhelming opinion that standards have dropped precipitously and must be elevated.*

Is the open door responsible for the pressure to debase educational standards? It has had an important impact, of course. But to answer the question in the affirmative is not to say that we must respond to the downward pressure, nor is it to suggest that the open door is the only reason for the decline in academic standards among California community colleges. Indeed, the pressure to lower academic standards stems from a multitude of sources and, in my view, as often as not the open door has been the excuse for, rather than the actual reason for, lower quality.

Each of the segments in California community colleges bears responsibility for the decline. Students cause standards to slip when they seek out the snap course, the easy teacher. They degrade their own education when they agitate against essay tests and avoid classes requiring term papers. Faculty are responsible when they inflate grades, reduce reading assignments, and fail to prepare for their classes because it is easier than doing the job properly or because they feel pressure from students and administrators to ease up. Trustees also share the blame when they allow their meetings to be consumed with minutia and trivia rather than facing the more difficult questions of educational quality. Administrators are culpable when they pressure teachers to lower their standards or fail to support teachers who maintain quality standards because their demanding scholastic expectations may adversely affect ADA.

This is a blunt statement, but it bears a great deal of truth and each of us knows it. These words are not, after all, appearing for the first time. They are heard again and again in the private conversations among students, faculty, trustees and administrators. Perhaps it is time they were made publicly and candidly.

Before I finish, I want to take care that these remarks are not construed as an indictment of all people in community colleges. Indeed, the system enjoys an abundance of good people doing the best they can to serve an intelligent and deserving student body. But, at the same time, we face serious difficulties and among our problems is the decline of academic standards. The depth of this particular problem, in my view, is eloquently attested to by the fact that so many of us can seriously debate whether academic standards and open access are compatible in the community colleges. Of course they are, and they must continue to co-exist if the California community colleges are to play a meaningful role in postsecondary education.

In closing, I ask that each of us renew our efforts to evaluate our offerings and have the integrity to maintain and support the collegiate level in our transfer courses and muster the strength and courage to elevate fallen standards when they are identified. Only with this kind of dedication can we assure that there is indeed something worthwhile awaiting persons who pass through the open door.

*Academic Standards Surveys by the Statewide Academic Senate 1977 and again in 1980

Transfer Education: A Quality and Quantity Issue

by Barbara Hinkley

Barbara Hinkley, who currently serves as vice-president of the State Academic Senate, has held a number of local and State Senate offices. She has been active on State Senate accreditation and credentials committees and is the senate representative to JACODI. Hinkley teaches sociology at Palomar College.

The recommendations contained in the *Master Plan for Higher Education in California 1960-1975* gave the major responsibility for lower division baccalaureate education to the Community Colleges. Admissions policies restricted the UC system to the selection of first-time freshmen from the top 12 1/2 percent of high school graduates and the CSUC system to the top 33 1/3 percent. High school graduates ineligible as freshmen are required to complete a minimum of 56 semester units of acceptable credit prior to admission. These policies were intended to reduce the lower division enrollments at the UC's and CSUC's in relation to their upper and graduate level divisions which would be filled by Community College transfer students.

Currently, a number of academic concerns as well as demographic and financial pressures are threatening the goals set forth in the *Master Plan for Higher Education*. The mutually beneficial division of functions among the three segments of postsecondary education is undermined by competition for qualified students and financial resources.

A part of the transfer issue is then a question of quantity. How many students do the Community Colleges transfer to the UC and CSUC systems? In 1978 CPEC reported that transfer students constituted 19.2 percent of CSUC's and 13.1 percent of UC's undergraduate enrollments. The Community Colleges continue to be CSUC's and UC's primary source of transfer students. In 1979, 60,000 Community College students transferred to a CSUC or UC campus. Two-thirds of CSUC graduates have completed course work at a California Community College. However, the proportion of Community College students who transfer has not increased nearly as rapidly as overall Community College enrollments.

All three segments of postsecondary education have experienced an increase in the percentage of their students who major in vocational and professional programs in preference to liberal arts and sciences. Since the categories of vocational and transfer education are not mutually exclusive, it is unwise, if not impossible, to cite vocational growth at Community Colleges as evidence of a decline in transfer education.

The projected decrease in the number of high school graduates in California will cut into the enrollment pool for all colleges and universities. Whether or not a greater proportion of those eligible to begin college at a UC or a CSUC will choose to do so remains to be seen. The UC system is now currently enrolling a larger share of its top 12 1/2 percent as freshmen than in previous years. As the Kissler Report has pointed out, a sizable increase in the number of students admitted directly from high school by the CSUC and UC systems would have a negative impact on the transfer programs of the Community Colleges. The increase of new freshmen at UC has been accompanied by a decrease in Community College transfers.

The question of quantity of number of students is

a serious one. The Community Colleges must maintain vital transfer courses for the heavy majority of their students who take them. Both the CSUC system and the Community Colleges are under pressure to keep enrollments up to maintain even the present funding uncertainties. The UC System is not prepared to meet the demand for lower division courses that would result from a serious decline in the transfer function. A major change in the distribution of lower division students would not be a satisfactory solution to the potential problem of their smaller number in any of the three segments.

The second part of the transfer issue is the question of quality. Classroom teachers from all three segments find that an increasing number of their students are not prepared for college level work. There has been a steady ten-year decline in Scholastic Aptitude Test scores for California. In response, all segments are trying to cope with an increasing need to offer remedial courses for which they may not have staff or funds. If remedial is defined as work normally covered in the high school, half of UC's entering freshmen are in need of remediation. Even the top 12 1/2 percent is not what it used to be.

Many colleges and universities are struggling with the question of whether or not essentially remedial courses should count toward a college degree. The large number of students who need these courses and present funding realities are making it difficult to respond that no such courses should count. In many cases, because of inadequate assessment testing or because of insufficient funds, students are never remediated.

The concern with quality is not a transfer issue; it is a baccalaureate issue with which all three segments are dealing. However, the quality of transfer programs and the success of transfer students is very much an issue among the faculty of the Community Colleges.

In July 1980, the Community Colleges were surveyed to determine what criteria they use to designate courses as baccalaureate level. Seventy-five colleges, representing sixty Community College districts, responded. The two most frequently cited criteria were, (1) The course is equivalent to one offered at a baccalaureate degree granting institution.(56) and (2) The course has procedural rigor, approaches subject matter at college level and/or is designed to develop communication or computational skills at a baccalaureate level. (37)* Sixty-four respondents indicated that an institutional committee was involved in the designation of baccalaureate level and sixty-three of these committees included faculty representation.

The results of the survey indicate that Community Colleges are attempting to keep their transfer programs equivalent to the lower divisions at UC and CSUC. They also indicate that, unlike the UC and CSUC systems, curriculum is not always in the control of the faculty. An intersegmental review of a selected sample of courses currently certified as baccalaureate level has been recommended, but the absence of an intersegmental standard for designating baccalaureate level will make this difficult. A committee of the three Academic Senates is currently working on establishing such a standard.

The success of Community College transfer students at UC and CSUC campuses depends entirely on which categories are compared. Those transfer students who were eligible for admission to UC and CSUC at the time of high school graduation perform very well. In the UC System, originally eligible transfers earn grade point averages slightly higher than those of first-time UC freshmen (2.88 vs. 2.85). Those who transfer with a grade point of 3.2 or higher have a graduation rate (72%) similar to those who enter UC as freshmen.

In the CSUC System, 40 percent of Community College transfers earn grade point averages of 3.0 or better in their first semester and only 17 percent fall below a 2.0. None of the data currently available indicates that Community Colleges are experiencing academic difficulties not common to all of postsecondary education.

In recognition of these common concerns a number of intersegmental committees have been formed and liaisons established between the Academic Senates. Community College faculties are very much concerned about the quality of the programs they offer and the ability of their students to successfully complete upper division work. A full program review by the faculties of the Community

Colleges would be a timely effort.

*The criterion categories were developed on the basis of analysis of open-ended responses.

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Nothing Less Than The Best

by Bob Flanagan

Bob Flanagan holds B.S. and M.A. degrees in chemistry from San Jose State and teaches chemistry at Diablo Valley College. He participates in a number of senate activities, is a frequent contributor to the Diablo Valley Faculty Newsletter, and is president of the college senate. Several years ago he was a Fullbright exchange teacher at Wulfurn College in England.

The California Community Colleges are unique institutions. Our citizens attend them for a wide variety of reasons, and surveys show that throughout the state students are generally satisfied. The community colleges are the only post-secondary institutions which traditionally have been locally controlled. While they are degree-granting institutions of higher education, they are all two-year colleges, not mini-universities for commuters. Their teachers are not, nor should they be, professors. Although to the transfer function is important, most community college students don't transfer.

The California Community Colleges are presently authorized to award Associate in Arts and Associate in Science degrees to students who meet state and college requirements. The colleges are not required to award both degrees, and in fact some colleges award only the A.A. The awarding of the associate degree recognizes the completion of 60 units with a major along with a minimum of 15 units in General Education. Many colleges require more than the state-mandated minimum in general education. The associate degree in California provides, therefore, for both specialization and breadth. The degree is awarded to all students equally, no matter what their reasons might be for acquiring it. Post-degree goals play no role in this award.

There has been much discussion recently about the possibility of increasing the number of degrees authorized by Title 5. Proponents of such a change point to states where the community colleges are much more uniform, and where the A.A., as in Florida, and the A.A. and A.S., as in Illinois, are awarded only to transfer students. Non-transfer and vocational students receive other associate degrees or certificates. It has been suggested that such a system be instituted in California.

The associate degree doesn't necessarily lead directly to a baccalaureate degree any more than the baccalaureate leads to a graduate one. To specify some associate degrees as transfer and others as something else--non-transfer, terminal, occupational, recreational--will necessarily label the latter as second class. For many students who end their formal education at the community college, the associate degree is extremely important. Anyone who has ever attended a community college commencement ceremony has seen the pride and excitement reflected in the faces of these students and their families. To do anything to diminish that pride--to award them anything less than the best--would be a betrayal of a fundamental community college concept.

In theory, the differences between transfer and non-transfer programs may make sense. However, actual experience at a community college shows us that the distinctions between transfer and non-transfer students are at best blurred. Many transfer students don't transfer immediately and some never do. Students in traditional academic areas sometimes find employment upon completion of their two-year program, while students in traditional occupational areas sometimes transfer.

I have had very good chemistry students who

could have easily gone on to a baccalaureate decide to seek employment as technicians after two years in the transfer program. On the other hand, here at Diablo Valley College there are several two-year vocational programs whch lead to a baccalaureate degree in two more years at a CSUC campus. Electronics, engineering technology, and machine technology, among others transfer to the Department of Design and Industry at San Francisco State. Ornamental horticulture, and hotel and restaurant management transfer to Cal Poly at Pomona. Administration of justice transfers to Sacramento State. It would be an error as well as a disservice to students in these programs to designate their degrees as non-transfer.

I suspect those faculty pushing for a change are hoping a transfer A.A. will entice more students to get degrees. However, I don't believe that designating one or two degrees as transfer will make them any more attractive to students who don't perceive the associate degree as an important goal. Those transfer students who bypass the associate degree do so for a variety of reasons, none of which reflects negatively on the quality of education represented by the degree. Many transfer students don't apply for the degree even though they qualify, or don't fulfill all the requirements, because their goal is a baccalaureate. The associate degree is just not part of their plan. We have been able to accept this for years and I see no reason why we should change.

An associate degree should have requirements which can be met by both transfer and non-transfer students. No student should receive a degree prohibiting him or her from transferring, and no student should be awarded a degree less valauable or significant than any other.

The Role of Tutoring in the Community Colleges

by Susan Spence Liberty

Susan Spence Liberty holds bachelor's and master's degrees in English and has taught all levels of community college English. Currently she is an instructor for the Tutorial Resources Program at Fresno City College. During 1980-81 she served as president of the California Community College Tutorial Association.

Prior to the advent of mass education, learning largely consisted of tutoring. Socrates tutored Plato. Aristotle tutored Alexander. The students at Oxford were tutored by the dons. Abe Lincoln was tutored in law. And recently, Evelyn Links Hoover, writing for *Human Behavior* reports on the tutorials at Reed College in Portland, Oregon, and International College in Los Angeles. Her thesis is that "there is simply nothing for mind-enhancement like having your own private tutor. Such an arrangement imparts an intimacy and a quality to education probably available in no other way." (18:14)

Although tutoring has a long tradition in education, John E. Roueche and Jerry J. Snow point out:

> Its incorporation into the programmatic aspects of developmental education...is a recent trend. Davis and his associates (1975) found only 20 percent of the colleges in 1971 used tutors to assist high-risk students. Our findings indicate (in 1977) that 60 percent of the colleges employ tutors in some aspect of their programming. (23:31)

Because of the youthfulness of this trend, it is not surprising that the ancient art of tutoring is still considered innovative programming on college campuses.

Those of us involved with this innovation are demonstrating that students who utilize this instructional mode persist better in their studies and achieve better grades than students who do not. However, financial, training, and evaluation problems must be overcome in order for a system which provides tutorial support services to operate successfully and cost effectively.

Many students experience difficulty, if not actual failure in learning, at some time in their studies. This is especially true at community colleges with open-door policies. The basic skills in reading, writing, and computing for some students may be so underdeveloped that even marginal success in college will be unattainable without developmental work. And even for those whose skills are sufficient to excellent, general education requirements are such that students often must sample courses in areas that are quite alien from their previous learning experiences or which represent areas where they have no talent or little ability or interest. One result of just these two factors is that a significant number of community college students withdraw, and even among those who persist, some graduate, having achieved very little that will enable them to succeed after they leave. When the open door to the community college operates as a revolving door in this manner, the process is costly to the student, the campus, and the community.

Tutoring enables community colleges to retain students. In one of the earliest studies done, Royce Adams reported in 1971 on Santa Barbara Community College's success in retaining students by using tutors in a developmental English course (2:6). Of the 65 students enrolled after the first census period, 36.94 percent received regular tutorial assistance from the

Learning Assistance Center. Among these tutored students, there were no withdrawals. In contrast, 58.53 percent of the non-tutored students withdrew from the course, and among those that did withdraw, 70 percent withdrew from the college as well as the course. More recently, this past year at Fresno City College, 65 percent of the students sampled in he Tutorial Center agreed with the questionnaire statement, "If tutoring had not been available to me, I would have withdrawn from the course." The Tutorial Center worked with over 2,000 students last year; helping 65 percent of them to persist in their studies is a significant contribution in the work of preventing the open door from becoming a revolving door.

A second demonstrated effect of tutoring concerns academic performance. Arthur L. Beaman and his associates paired university students with low grade point averages with students with high grade point averages in an undergraduate psychology course, requiring that these partners study the course materials each week and report the frequency and amount of time they spent studying (5:110-111). Comparing the mean for experimental students to that for the control students yielded marginally significant superior performance for partners; however, comparing the control group to the 44.9% of the partners who spent one half hour a week or more studying together revealed superior performance by partners. Moreover, five control subjects flunked the course and four received a grade of D, while no one in the partnerships flunked and only one received a D.

Others also have reported on improved academic performance when students receive tutorial instruction in assistance centers. For example, Milton Slawsky reports that his clients "earn 20 percent more A's and as many more B's than students in the same course who don't avail themselves of the clinic's services, and none have received D's. Moreover, students in one course who were scoring about six points below the average on exams before tutoring leaped to seven points above it" (15:59) after tutoring. Ross's and Lyons's "Study to Determine the Effect of Peer Tutoring on the Reading Efficiency and Self-Concept of Disadvantaged Community College Students" is another typical study which confirms this effect(22). In fact, I have found only one study, that one by Judith Butz and Terry Graber (9), which seems to contradict these findings, and in that much criticized study, the classroom instructional mode was contrasted with a tutorial mode of instruction; in this study the classroom mode proved superior in yielding performance gain in writing. However, a notable difference exists between this study and the others I have cited: Butz and Graber examine tutoring as an alternative to classroom instruction, while the other researchers report on the effect of tutoring which is supplemenal to and adjunctive with classroom instruction. In fact, as Zaka Slawsky says, "Tutors aren't substitutes; they're supplements" (15:59).

Once established, community college tutoring programs can grow and achieve cost effectiveness by utilizing the four following ingredients:

1) establishing tutoring as part of the college's course curriculum

2) utilizing grouping possibilities

3) using paraprofessionals and/or student aides who have been trained and are supervised by certificated staff as these aides provide the needed one-to-one service

4) evaluating to demonstrate accountability

Developing courses which are appropriate for instruction in a tutorial program and which are approved by the campus curriculum committee enables a community college district to fund these courses as they do with any other department's offerings. One way to stretch the budget is to work with small groups instead of one-to-one. However, the danger in saving money by working with groups is that the intimacy that the tutorial mode offers may be lost if tutorial groups appear to be just another classroom experience. Nevertheless, a number of grouping possibilities exist. The main category of group classes contains scheduled basic skills courses which meet regularly. On an open-entry/open-exit basis, these classes use self-teaching materials and individualized instruction methodology to develop such skills areas as reading comprehension, vocabulary, grammar and usage, spelling, study skills, or math fundamentals. In addition to this

category, specific population groups are possible. For example, Fresno City College has scheduled times for foreign and bilingual students to meet for conversation or reading and writing in English. Moreover, because the EOP&S people on our campus are convinced the EOP students are unused to having time and place reserved for study, EOP mandates that these students study three, five or seven hours a week, depending on GPA, in our center in order to be eligible for the monthly stipend. As a result, our center monitors study groups for EOP students every hour every day that we are open. Another kind of group that we have worked with with great success is the class-related group. A trained student aide is assigned to a particular course where either the number of students is voluminous or the number of students requiring help is significant. This student aide then schedules meetings at times other than class time which are mutually convenient so that small groups can practice, question, and review course material. This class-attached assistance program is proving particularly valuable in foreign languages and beginning math and accounting. Another kind of category for grouping is what I call one-shot groups, a publicized session on effective note taking, for instance, or overcoming test anxiety, or improving memory or concentration, or setting and reaching goals, or playing the term paper game for fun and profit.

As important as creative scheduling to meet needs is to the successful operation of a tutorial program, the training of the staff is even more important because the workers are the ones who effect the program, thereby directly influencing the quality of its outcomes. The training of personnel is necessary because tutoring is often effected by paraprofessionals and student aides for an obvious reason: using certificated staff to work with students on a one-to-one basis in a tutorial program (or anywhere else for the matter) is much more costly than using paraprofessionals and students who are trained and supervised by an instructor. But even if the actual tutoring is effected by instructors, training is frequently necessary because the dominant model in education has been and continues to be the lecture model, an instructional mode that apparently does not work very effectively with the majority of tutorial clients, else they would not need our intervention. But here's the rub: the model does not work for our clients, but it is the dominant model in the workers' learning experience. Confronted with a poor learner, how natural it is to resort to the most familiar model that we ourselves learned from with success! We therefore must train tutorial workers not to tell students how to learn. They must be trained to use an experiential model. The core of this model is defining a problem, then letting the learner practice defining and solving similar problems, positively reinforcing successful responses and helping the learner analyze any mistakes.

To move beyond the lecture model to the experiential model requires much more than knowing subject matter well. It also requires knowing how to meet people and work with people in ways that enhance self-concept development, how to interview to determine and diagnose problems, how to actively listen, how to read and interpret non-verbal communication. Moreover, the tutorial worker needs to know how to develop and use appropriate strategies, methods and resources to enable a learner to master not only subject matter but also effective study and learning techniques as well as techniques for preparing for exams and conquering test anxiety. Furthermore, they need to know how to construct learning objectives that enable them and their clients to evaluate the progress of the learning. Because the majority of tutorial program workers often are students or paraprofessionals and not certificated instructors, they need training in all these areas, and they also need to know where and how and when to get help when their training is insufficient. Moreover, they need training in how to get the requisite paperwork completed in time and placed where it belongs.

All of the above listed topics are subjects dealt with in learning assistance or tutor training classes. While this agenda may seem impossible to accomplish in one or two semesters of a training class, the fact of the matter is that the center as a whole must be able to perform all these functions, but every worker does not need to know every one of these things well. Division of labor, as well as previous and on-the-job learning, makes the training class agenda a manageable one; hiring rapid and highly motivated learners makes the

job of training that much easier; hiring already trained people nearly obviates the need for training.

The last component necessary to consider for a successful tutorial program--evaluation--is the most important one of all because assessing enables us to judge our performance and make changes in order to maximize successful performance. Three kinds of evaluation procedures are common.

First, campus administrations periodically perform operational reviews. Monthly, semester or quarter, or yearly reports on tutorial center activities as well as visitation and consultation and even informal reports by disgruntled or pleased students and faculty generally constitute this domain of evaluation.

Second, within the purview of the tutorial system, using data from questionnaires and interviews generally provides more specific and hence more useful knowledge upon which to act than is provided by administrative review. Developing and using questionnaires or interview questions that probe the attitudes of clients, faculty, and the center's personnel about the center's operations or resources and materials that concern and affect them is admittedly time consuming. However, without data like this we have only vague impressions about how well the center is doing its job.

Finally, the compilation and analysis of numerical data provides useful evaluation data too. Usage statistics enable us to determine who does and does not use the service, how the center is being used, when and how often it is used, and when in a day, a month, or a year it is most and least frequently used. (Devirian's discussion of LAC data collection treats this aspect in detail(12).)Tabulating changes in GPA before and after a student receives learning assistance and comparing retention rates and mean GPA's of students receiving assistance with those who do not are the most time-consuming, difficult, and expensive measures to effect. Moreover, these measures may not be valid measures of a tutorial program's performance. Yet, because these measures do provide what is called hard data, they carry more clout for the program if the figures are significantly positive and against it if they show no significant difference or are negative. Consequently, few tutorial programs use these measures at all, and those that do usually base resultant decisions on an accumulation of data over an extended number of semesters or quarters.

Systematic evaluation of tutorial programs forms the foundation of accountability. Entrusted with the students who are floundering in regular classroom programs, we in tutorial programs are challenged to facilitate learning in modes that are truly alternative to and adjunctive with traditional classroom instruction. This assistance includes the development of the communication skills of reading, writing, speaking, and active listening as well as computational skills. This facilitation also includes working to insure college success at more advanced levels as well. Because tutorial programs can allow the open door approach to succeed and do so with a population base that is wider than usual or traditional, we must demonstrate how well we measure up to the promise of learning assistance implied in the name tutorial. If we fail to hold ourselves accountable for honoring this promise, we run the risk of not fulfilling it at all. Our campuses contain many students who are victims of education's broken promises. For those who do not know how to study for those who do not have the basic skills to learn, for those who do not know how to learn, for those who do not know how to keep on learning, and even for those who already know how to learn independently, a tutorial assistance program is full of promise. And we are not worth our salt if we do not insure that we make good on that promise to facilitate and enhance learning.

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A Community College Study Skills Program: Rationale and Structure

by Doug Sabiston

Doug Sabiston is an instructor in business and statistics at Contra Costa College. He has been active in local and state Academic Senate activities and currently serves as president of the Contra Costa Academic Senate.

California remains the only state in the country to provide tuition-free, public post-secondary education through a system of community colleges. Virtually every adult in the state is guaranteed the right to enroll in college level classes regardless of prior educational experience. Through special programs, people with deficient academic backgrounds are more encouraged to take advantage of the educational opportunity than those with adequate preparation. Therefore, large numbers of students from all segments of our society register for college classes with inadequate study skills.

Although many of these students are capable intellectually of handling college work, they may be handicapped by being unable to read, write, and calculate well enough to succeed in college. Some students, functioning at the elementary or intermediate school level, are more seriously limited.

Therefore, a compelling need exists to identify learning deficiencies and to provide students the educational help necessary to improve their study skills so they will have a better chance of succeeding in the community college.

The problem is, of course, how to meet this need most effectively for the student and for the community.

To expect educationally disadvantaged students to do the best for themselves scholastically without knowing the degree of their limitations is unrealistic. These students are done a disservice when a college tries to remediate their study skill deficiencies with halfway measures. College responsibilities must be met with a program that openly and routinely examines all students for evidence of need and then provides a well coordinated curriculum combined with thorough academic counseling and advising.

It is a basic contention of this presentation that educators, as professionals, need information before prescription, and facts before conclusion. It is a further premise that any public procedure to effect these conditions be as fair and equal to all students as our science and pedagogy permit.

Frequently, remedial efforts are based on the principle that somehow students will sort themselves out by judicious selection of courses or be sorted out by the demands of the classroom. By continuing this method students' study skill deficiencies are addressed without benefit of order and purpose.

The first step in a program of remediation requires that students needing help be identified. An assessment of each student's study skills is obviously the beginning of any such process of correction. Therefore, testing must be addressed from the standpoint of who, when, and for what purpose.

1. All new students must be tested. This requirement is impartial and simpler to administer than a program which exempts certain categories of students. Data is needed to determine, first, the number of students requiring remediation and, second, the extent of their skills deficiencies.

To evaluate fairly both students and the program, a data bank of test scores must be established. If various categories of new students were to be exempted, then test results only could be interpreted with reference to the more limited population. By excluding some students, the available data represents only those remaining, so that a fair representative evaluation of an entire student body could not be made. This is weak statistical procedure. Furthermore, for reason of equity a data bank is necessary that represents all students for balanced study skill determinations.

From an administrative standpoint, to exempt certain categories of students presents serious record keeping problems that would far outweigh the minor inconveniences implicit in a testing program.

2. The test results should be recorded before students are programmed into classes. To be able to counsel and advise most effectively, results must be available before students enroll in classes for which they may not be prepared.

3. The purpose of the proposed testing program is, of course, to evaluate. A testing program must be able to determine the degree to which students need help to develop the study skills necessary for them to benefit from the instructional program. This is a primary professional obligation to be met with the most appropriate instruments available.

Testing is only preliminary to the curriculum necessary to meet deficiencies revealed in the results. But, frequently, the appropriate curriculum is uncoordinated and lacking structural identity necessary for accountability and purpose. Nevertheless, most community colleges offer many courses which are designed to improve study skills. When combined they represent a curriculum that addresses a common problem and thus, a department of study skills exists. Some colleges have adopted versions of the idea (Lane Community College, Eugene, Oregon, for example) so the precedent is there. Consider a study skills program wherein the curriculum is not limited to remediation but includes advanced skills such as note taking, listening, speed reading and improved verbal communication. Consider efforts to give the program prestige, respectability and attractiveness and to locate the facilities so that students must go out of their way to avoid it.

Implementation requires a close coalition. The student body will be served well only if the attendant administrative staff and faculty, through the auspices of an academic senate, are prepared to come together to support and to promote both the purpose and organization of such a program. However, colleges are deliberative by nature and not designed to act or react suddenly. Too much program, imposed too quickly will cause confusion from which only the students will suffer. What is needed is a smooth transition to the new program.

Therefore, the development of a study skills program should be a coordinated effort proceeding in orderly stages.

First, since the need for student data is vital and preliminary, the mechanics of selecting tests, administering, recording and evaluating test results can be initiated rather quickly.

Second, the tests must evaluate basic reading, writing, and arithmetic study skills over the entire literacy range. Anything less would not be helpful to all students.

Third, as the test results reveal student needs, a review of current remedial efforts should be made to determine what modifications would be appropriate to a new and enhanced study skills program. This review process should be ongoing with specific efforts to determine statistically how effective each course is in helping students to improve their basic reading, writing and arithmetic skills.

Fourth, the fact of testing for study skills proficiency and the existence of a remediating curriculum do not make a study skills program. A system of academic counseling and advising is the glue that pulls it all together and should fit between student test data and the curriculum.

Initially, all students should be alerted, through the college catalog and other sources (newspaper publicity, brochures, etc.) to the need for a study skills check and of the existence of the study skills program. Then, when students' class programs are prepared they must be approved in a manner that includes a study skills review, with appropriate and specific advising.

Fifth, a continuing evaluation process must be followed including a thorough statistical review to assure that the study skills needs of the student body are being met.

The purpose of a comprehensive study skills program is not to promote a rigid arrangement that compels students to follow a limited program. Ultimately, the purpose is to give the student more and better information with which to make more intelligent decisions regarding his educational goals. Information and facts are precursors to better educational judgments, and our students are entitled to that.

The need is great, serving with simple clarity to emphasize the benefits of literacy over the costs of ignorance.

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The Predictability of California Community Colleges to Comply with the Legal Responsibilities of the Fifty Percent Law

by Gerald Debane' Piche'

Gerald F. DeBane' Piche' holds a B.S. in Mathematics and Physics, a M.S.T. in Physics, and recently completed his doctoral program at the University of San Francisco. His dissertation examines the fiscal ability of California community colleges to comply with the fifty percent law. Piche' is an instructor of physics, astronomy and meteorology at Mendocino College.

Dissertation Abstract

This study examines the fiscal ability of California Community Colleges to comply with the legal responsibilities of *Education Code* Section 84362 (the Fifty Percent Law).

The General Fund Transactions of ten California community districts that did comply with the law during 1977-78 and 1978-79 were examined to determine if there were significant reasons for their fiscal ability to comply with the Fifty Percent Law. The same examinations of the General Fund Transactions for six non-complying California community college districts were used to determine if there were significant reasons for their fiscal inability to comply with the Fifty Percent Law. No general relationahip was found for either the complying and non-complying community college districts.

The study reviewed the extensive data of school district expenditures for certified personnel salaries which were compiled in 1961 by the California Senate Fact Finding Committee on Governmental Administration. The California Legislature, in 1961, followed the recommendations of the Fact Finding Committee and changed the *Education Code* Section 17503 (later renumbered to 84362). The revised Code required California Community Colleges to expend at least 50 percent of its Current Expense of Education for classroom teachers' salaries. The Legislature allowed two exemptions from the law:

1. A district could apply from the Fifty Percent Law on the basis that the district would experience an economic hardship if it were forced to comply.

2. A district could apply for an exemption if the district would pay unusually high teachers' salaries if it were forced to comply with the law.

The study develops a unique mathematical relationship between the General Fund Total Income and Average Daily Attendance. This relationship is called the Predictive Curve of Compliance Ability. The curve predicts the fiscal ability of California community college districts to comply with the Fifty Percent Law.

The finding of the study clearly demonstrates that there is no longer a need for a protractive exemption process conducted by the staff of the Chancellor of the California Community Colleges. The mathematical and scientific process of the Predictive Curve of Compliance Ability should make the decisions of granting or denying exemptions a more equitable one. Therefore, the study recommends that *Education Code* Section 84362 be retained in its present form.

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